UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/50/571
17 October 1995
ENGLISH
ORIGINAL: ENGLISH/FRENCH/
RUSSIAN/SPANISH

Fiftieth session
Agenda item 118

JOINT INSPECTION UNIT

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Sharing responsibilities in peace-keeping: the United Nations and regional organizations" (JIU/REP/95/4).

95-32179 (E) 091195 131195

/...

JIU/REP/95/4

REPORT ON SHARING RESPONSIBILITIES IN PEACE-KEEPING: THE UNITED NATIONS AND REGIONAL ORGANIZATIONS

Prepared by

Fatih K. Bouayad-Agha
Boris P. Krasulin

Joint Inspection Unit

/...

Contents

	Paragraphs	Page
ACRONYMS		iv
EXECUTIVE SUMMARY, CONCLUSIONS AND RECOMMENDATIONS		v
I. INTRODUCTION	1 - 6	1
II. LEGAL AND POLITICAL FRAMEWORKS FOR COOPERATION BETWEEN THE UNITED NATIONS AND REGIONAL ORGANIZATIONS	7 - 18	3
III. REGIONAL ORGANIZATIONS: MECHANISMS AND CURRENT ACTIVITIES IN PEACE-KEEPING	19 - 54	6
A. Actual and potential role of regional organizations in peace-keeping and other peace-related activities	19 - 24	6
B. Mechanisms and instruments of a selected number of regional organizations	25 - 36	7
C. Cooperation of regional organizations in recent peace-keeping operations of the United Nations	37 - 54	12
IV. SHARING RESPONSIBILITIES IN PEACE-KEEPING AND OTHER PEACE-RELATED ACTIVITIES	55 - 83	17
A. Preparedness of the United Nations to increase cooperation with regional organizations	56 - 66	17
B. United Nations assistance	67 - 83	20
Notes		25
Annexes		
I. Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities		26
II. Cooperation of regional organizations in current United Nations peace-keeping operations		37

/...

Acronyms

ASEAN	Association of Southeast Asian Nations
CIS	Commonwealth of Independent States
CSBMs	Confidence and security-building measures
CSCE	Conference on Security and Cooperation in Europe
DDSMS	Department for Development Support and Management Services
DHA	Department of Humanitarian Affairs
DPA	Department of Political Affairs
DPKO	Department of Peace-keeping Operations
ECHO	European Community Humanitarian Office
ECOMOG	Military Observer Group (of ECOWAS)
ECOWAS	Economic Community of West African States
EU	European Union
IPFs	Indicative planning figures
JIU	Joint Inspection Unit
LAS	League of Arab States
MICIVIH	International Civilian Mission (in Haiti)
NATO	North Atlantic Treaty Organization
NMOG	Neutral Military Observer Group (of OAU)
OAS	Organization of American States
OAU	Organization of African Unity
OIC	Organization of the Islamic Conference
OSCE	Organization for Security and Cooperation in Europe
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNITAR	United Nations Institute for Training and Research
UNMOT	United Nations Mission of Observers in Tajikistan
UNOMIG	United Nations Observer Mission in Georgia
UNOMIL	United Nations Observer Mission in Liberia
UNOMSA	United Nations Observer Mission in South Africa
UNPROFOR	United Nations Protection Force
WEU	Western European Union

EXECUTIVE SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

In recent years, the world has seen many outbreaks of conflicts which are increasingly of a national, ethnic or religious nature. Owing to these threats to international peace, the number of United Nations peace-keeping operations has increased dramatically. Many of these operations are multifaceted. Because of the expansion in both size and mandates, the United Nations' capacity to carry out peace-keeping activities has been overstretched. At the same time, the comprehensive approach required to maintain international peace and security inevitably influences the manner in which the United Nations carries out its duties effectively. There is now a need to share responsibilities in collective security with other organizations.

Against this background, interest over the involvement of regional organizations in collective security has increased within the framework of Chapter VIII of the Charter of the United Nations, which calls for the Member States to make every effort to achieve pacific settlement of local disputes through regional organizations before referring them to the Security Council. The Inspectors conclude that, both the legal framework and political will are sufficient for implementing the provisions of Chapter VIII; and that what is required now is the effort to translate the provisions into action.

There are many peace-related activities which regional organizations have been undertaking. Many of them place their emphasis on preventive diplomacy and peacemaking. At the same time, certain regional organizations are also involved in or are planning peace-keeping missions. In order for other regional organizations to participate more actively in peace-keeping, there is a need to enhance their capacity to plan, launch, manage and provide administrative and logistical support to field operations. It is not within the mandate of JIU to evaluate the capacity of regional organizations to carry out their tasks effectively in this field. Accordingly, no such attempt is made in the present report. It does, however, presents views of Member States and regional organizations, as contained in the United Nations documents and other materials, as well as those provided to the Inspectors during their consultations with representatives of Member States and certain regional organizations. Since it is difficult to make a precise distinction between peace-keeping and other peace-related activities, the present report is also concerned with these activities.

Regional organizations differ in mandate, structure, capacity and experience in carrying out activities aimed at maintaining peace and security. Therefore, there should not be a rigid formula for the division of labour between them and the United Nations. Since no two conflicts are the same, a flexible approach is called for in selecting the modality for cooperation appropriate to each conflict situation. Cooperation between the United Nations and regional organizations in peace-keeping is a relatively recent undertaking, and consequently there is insufficient knowledge on the effectiveness of each modality. It is, therefore, necessary to conduct an evaluation of each experience in cooperation with regional organizations and to create a knowledge bank containing the results, so that lessons learned can be taken into account in the planning of similar activities in the future.

If regional organizations are expected to be involved more actively in the maintenance of peace and security, they should be given all possible assistance to do so. The United Nations has been helping them in various ways, both financial and technical. In view of resource constraints of the United Nations, new ways of providing assistance should be devised in order to maximize the benefits of this assistance.

So as to increase cooperation between the United Nations and regional organizations, it is necessary, as a prerequisite, to enhance coordination and cooperation among various entities of the United Nations. A comprehensive approach to peace and security also requires increased coordination within the United Nations system, since such an approach calls for more active participation by organizations of the System whose mandates are mainly in the economic and social sectors.

While a number of decisions regarding more active involvement of regional organizations in peace-keeping and other peace-related activities have been adopted lately, the Inspectors believe that further measures aimed at enhancing cooperation in this field between the United Nations and regional organizations are needed in order to decentralize these activities.

Planning and management at Headquarters, at the inter-organizational level and in the field

Headquarters:

Recommendation 1

(a) To prepare and present for consideration by the General Assembly a comprehensive strategic programme of cooperation with regional organizations in peace-keeping and other peace-related activities. This programme should be aimed at decentralization of peacemaking activities and enhancing the role of regional organizations in accordance with Chapter VIII of the United Nations Charter, while ensuring that the primary responsibility in these matters remains with the United Nations Security Council. A project team composed of representatives of all departments concerned should be established for the elaboration of such a programme. It should not be a universal model for cooperation between the United Nations and regional organizations; rather it should reflect a flexible and pragmatic approach which would allow modifications, taking into account the particular needs and potential of regional organizations. Since the aim of the programme is to enhance the role of regional organizations, it would be useful to involve some of them at one point in the work of the proposed team.

(b) In order to coordinate the practical implementation of such a programme, a small unit with a clearing house function should be established. This unit will also serve as a focal point to deal with and respond to queries of Member States and regional organizations.

(c) The three departments directly involved in peace-keeping (DPKO, DPA, DHA) should develop mechanisms, for example a project team for each conflict area, in order to increase interaction at the working level with regional organizations. Work of project teams should be reviewed at meetings of the Directors concerned.

(d) The United Nations development system in general, and humanitarian organizations in particular, should be encouraged by their respective governing bodies to contribute to promoting and strengthening national policies and structures of peaceful governance as an indispensable adjunct to regional arrangements for peace and security. More recognition should be given to the potential contribution of UNESCO and UNDP in this area.

Inter-organizational level:

Recommendation 2

(a) Conclusions of bilateral framework agreements between the United Nations and regional organizations concerning practical aspects of peace-keeping and other peace-related activities.

(b) Creation of a mechanism for cooperation between the United Nations and regional organizations:

- Institutionalization of periodic meetings between the Secretary-General of the United Nations and the heads of regional organizations to review the status of cooperation and to explore new steps to further progress in this field;

- Participation of specialized agencies in the proposed meetings in order to deal with specific areas of cooperation;

- Establishment of a permanent working group composed of representatives of the United Nations and regional organizations for practical implementation of the recommendations of high-level meetings and for dealing with current issues.

The field:

Recommendation 3

Since the Member States of the United Nations confer primary responsibility for the maintenance of international peace and security on the Security Council, the Special Representative of the United Nations Secretary-General should be given the responsibility for overall coordination of peace-keeping operations with the participation of regional organizations.

Training and advisory services:

Recommendation 4

(a) Eligibility for receiving United Nations training and advisory services related to peace-keeping should be extended to regional organizations. This may include, inter alia, the United Nations peace-keeping fellowship programme (similar to Disarmament fellowships), training of trainers programme, advisory services on the necessary infrastructure and procedures, standards and principles for planning and managing United Nations peace-keeping operations.

(b) The existing United Nations training facilities, such as the International Training Centre of the International Labour Organisation in Turin, should be utilized for these purposes.

(c) The General Assembly may wish to encourage Member States and regional organizations to put their facilities and human resources for standardized training at the disposal of the United Nations, other regional organizations and Member States. They should be encouraged to organize workshops and seminars dealing with different aspects of peace-keeping operations and United Nations specialized personnel should be invited to lecture.

Financing

Recommendation 5

(a) The General Assembly may wish to recommend the establishment of voluntary trust funds in regional organizations for their peace-keeping operations and other related activities and call upon Member States, as well as non-governmental and private organizations and individuals, to make contributions to such funds.

(b) The General Assembly may wish to consider establishing an emergency revolving fund to finance regional organizations' activities in maintaining peace and security. If it so decides, the Secretary-General should submit a feasibility study to the Assembly for establishing such a fund. The study should cover all important aspects such as the size and type of activities to be financed, the criteria for determining eligibility to borrow from the fund, funding methods, repayment procedures and so on.

(c) The General Assembly may also wish to consider establishing a trust fund to finance United Nations training programmes for peace-keeping and other peace-related activities. It is proposed that such a fund should be financed by voluntary contributions from other organizations (both public and private), and from Member States. Resources from the proposed fund should be used, inter alia, to enable representatives of regional organizations to participate in United Nations programmes.

I. INTRODUCTION

1. The number of United Nations peace-keeping operations has increased dramatically in recent years, taking different forms to meet a number of different crises: inter-state territorial wars, intra-state civil strifes, ethnic and social tensions. As a result, the capacity of the United Nations to carry out activities for peace and security has been overstretched. There is a need to find partners who would share responsibilities in collective security.

2. The present report puts forward the findings and recommendations of a study recently undertaken by the Joint Inspection Unit (JIU) on cooperation between the United Nations and regional organizations in the maintenance of peace and security. Its objective is to contribute to the current efforts to increase the involvement of regional organizations in collective security, in the hope that this would ease the burden on the United Nations. The Inspectors are aware that there is no agreed definition of "regional organizations", and that the Charter of the United Nations uses the phrase "regional arrangements and organizations". For the sake of semantic simplification, however, they are collectively referred to as "regional organizations" in the present report.

3. The Inspectors consider that regional organizations should be the first port of call for the prevention and pacific settlement of local disputes, without prejudice to the global responsibility of the United Nations Security Council for international peace and security. Since many conflicts are increasingly local or civil in nature, there is a growing consensus that they could more easily be prevented or speedily resolved through regional initiatives and approaches.

4. The Inspectors believe, however, that there is no external substitute for the primary and fundamental responsibility of Member States in each region for building comprehensive domestic peace and security systems in keeping with the Charter of the United Nations. Regional arrangements for fostering peace and security will owe their success, in the final analysis, to effective actions by Member States in the respective regions to strengthen their national policies and institutions for peaceful governance.

5. Since the cooperation between the United Nations and regional organizations in peace-keeping and other peace-related activities is a relatively new trend, the Inspectors consider the present report as interim in nature. In-depth evaluation of such cooperation can be undertaken when more experience in this area has been gained by the United Nations and regional organizations.

6. In conducting this study, the Inspectors had a series of discussions with United Nations officials responsible for peace-related activities. They also consulted a number of representatives of Member States who were actively involved in the deliberation of issues related to peace and security. They visited the headquarters of the Association of Southeast Asian Nations (ASEAN), in Jakarta, the European Union (EU) and the North Atlantic Treaty Organization (NATO) in Brussels, the Organization of American States (OAS) in Washington, D.C., and the Organization of African Unity (OAU) in Addis Ababa, and discussed the subject with the Secretary-General of the Organization for Security and Cooperation in Europe (OSCE) in Vienna. Owing to the limited resources available to JIU,

/...

they could not visit other organizations. They also exchanged views with the officials of the Commonwealth of Independent States (CIS) who were visiting Switzerland. The Inspectors wish to thank all of them for contributing their ideas and expertise.

II. LEGAL AND POLITICAL FRAMEWORKS FOR COOPERATION BETWEEN THE UNITED NATIONS AND REGIONAL ORGANIZATIONS

7. In order for the United Nations and regional organizations to share responsibilities in peace-keeping and other peace-related activities successfully, the presence of legal and political frameworks that are conducive to such sharing is essential.

The Charter of the United Nations

8. The Charter of the United Nations provides in Chapter VIII a legal framework for sharing responsibilities in the maintenance of peace and security between the United Nations and regional organizations. Chapter VIII also calls for the Member States to make every effort to achieve pacific settlement of local disputes through regional organizations before referring them to the Security Council. It also requests the Security Council to encourage the development of pacific settlement of local disputes through regional organizations either on the initiative of the states concerned or by reference from the Security Council, and where appropriate, to utilize regional organizations for enforcement action under its authority. In addition, Chapter VI of the Charter refers to regional organizations as one of the means for the peaceful settlement of disputes. Thus, Chapter VIII of the Charter provides for appropriate regional action.

General Assembly

9. In its resolution 46/58 of 9 December 1991, the General Assembly requested the Special Committee on the Charter of the United Nations and the Strengthening of the Role of the Organization to consider the proposal on the enhancement of cooperation between the United Nations and regional organizations, as well as other specific proposals relating to the maintenance of international peace and security (paragraph 4 (a)). In March 1994, the Special Committee adopted a draft declaration on cooperation between the United Nations and regional organizations in this field, which reaffirms the role of regional organizations, as envisaged in Chapter VIII of the Charter. The text of the draft declaration has been submitted to the General Assembly for consideration and adoption at its forty-ninth session.[1] In its resolution 49/57 of 9 December 1994, the General Assembly approved the Declaration on the Enhancement of Cooperation between the United Nations and Regional Arrangements or Agencies in the Maintenance of International Peace and Security.

Security Council

10. On 31 January 1992, the Security Council met at the level of Heads of State and Government. The presidential statement made at the conclusion of the meeting invited the Secretary-General to prepare his analysis and recommendations on ways of strengthening and making more efficient, within the framework and provisions of the Charter, the capacity of the United Nations for preventive diplomacy, for peacemaking and for peace-keeping. The statement also suggested that the Secretary-General's analysis and recommendations could cover, inter alia, "the contribution to be made by regional organizations in accordance with Chapter VIII of the United Nations Charter in helping the work of the Council" (S/23500, page 3).

11. On 28 January 1993, the President of the Security Council made a statement that the Council was inviting regional organizations, within the framework of Chapter VIII of the Charter of the United Nations, to study "ways and means to strengthen their functions to maintain international peace and security within their areas of competence, paying due regard to the characteristics of their respective regions". The Council also invited regional organizations to study "ways and means to further improve coordination of their efforts with those of the United Nations" (S/25184, page 2).

12. On 28 May 1993, the Security Council issued a presidential statement in which it reaffirmed the importance it attached to the role of regional organizations and to coordination between their efforts and those of the United Nations in the maintenance of international peace and security. The Council, acting within the framework of Chapter VIII of the United Nations Charter, called again upon regional organizations to "consider ways and means of enhancing their contributions to the maintenance of peace and security". The Council then expressed "its readiness to support and facilitate, taking into account specific circumstances, peace-keeping efforts undertaken in the framework of regional organizations and arrangements in accordance with Chapter VIII of the Charter" (S/25859, page 3).

13. On 3 May 1994, the Security Council expressed, in a presidential statement, its view that one of the factors that should be taken into account when considering the establishment of new peace-keeping operations was the existence of regional or subregional organizations and whether they were ready and able to assist in resolving the conflict (S/PRST/1994/22, page 2).

14. On 22 February 1995, the President of the Security Council made a statement concerning the Secretary-General's position paper entitled "Supplement to an Agenda for Peace" (A/50/60-S/1995/1). In that Presidential Statement (S/PRST/1995/9), the Security Council recognized that the responsibilities and capacities of different regional organizations varied, as well as their readiness and competence to participate in efforts to maintain international peace and security, as reflected in their charters and other relevant documents. The Council welcomed the Secretary-General's wilingness to assist regional organizations as appropriate in developing a capacity for preventive action, peacemaking and, where appropriate, peace-keeping. It then drew particular attention in this regard to the needs of Africa.

Special Committee on Peace-keeping Operations

15. The Special Committee on Peace-keeping Operations repeatedly encouraged all regional and subregional organizations to be involved in peace-keeping operations in their respective areas of competence and mandates, in accordance with Chapter VIII of the Charter. The Committee also stressed the need to enhance cooperation between regional organizations and the United Nations, and suggested a number of ways to enhance such cooperation.[2] The recommendations of the Special Committee are reflected in General Assembly resolutions concerning a comprehensive review of the whole question of peace-keeping operations in all their aspects. For example, in paragraph 53 of its resolution 47/71 of 14 December 1992, the General Assembly emphasized that "any deployment of peace-keeping operations should be accompanied, as appropriate, by an intensification of coordinated political efforts by the States concerned, by regional organizations and by the United Nations itself as part of the

political process for a peaceful settlement of the crisis situation or conflict in accordance with Chapters VI and VIII of the Charter". In paragraph 65 of its resolution 48/42 of 10 December 1993, the General Assembly requested the Secretary-General, "in accordance with Chapter VIII of the Charter, to consider ways to provide advice and assistance, in a variety of forms such as advisory services, seminars and conferences, to regional organizations and arrangements in their respective areas of competence, to enhance their capacity to cooperate with the United Nations in the field of peace-keeping operations".

Secretary-General

16. In his "An Agenda for Peace", the Secretary-General recommended a greater role for regional organizations in peace-related activities:

> "But in this new era of opportunity, regional arrangements or agencies can render great service if their activities are undertaken in a manner consistent with the Purposes and Principles of the Charter, and if their relationship with the United Nations, and particularly the Security Council, is governed by Chapter VIII ... Under the Charter, the Security Council has and will continue to have primary responsibility for maintaining international peace and security, but regional action as a matter of decentralization, delegation and cooperation with United Nations efforts could not only lighten the burden of the Council but also contribute to a deeper sense of participation, consensus and democratization in international affairs ... And should the Security Council choose specifically to authorize a regional arrangement or organization to take the lead in addressing a crisis within its region, it could serve to lend the weight of the United Nations to the validity of the regional effort ..." (A/47/277-S/24111, paras. 63-65).

17. In "Supplement to an Agenda for Peace", the Secretary-General stated that it would not be appropriate to try to establish a universal model for the relationship between the United Nations and regional organizations as their capacity for peacemaking and peace-keeping varied considerably. The Secretary-General, however, identified certain principles on which the relationship should be based. Such principles include those concerning the need for agreed mechanisms for consultations, respect for the primacy of the United Nations as set out in the Charter, the division of labour and consistency by members of regional organizations who are also Member States of the United Nations in dealing with a common problem of interest to those organizations (A/50/60-S/1995/1, paras. 87-88).

18. Charters and other instruments of a number of regional organizations also provide legal and political frameworks for coordination and cooperation between them and the United Nations in matters relating to peace and security (see III.B of the present report).

III. REGIONAL ORGANIZATIONS: MECHANISMS AND CURRENT ACTIVITIES IN PEACE-KEEPING

A. Actual and potential role of regional organizations in peace-keeping and other peace-related activities

19. In Chapter VII of his "An Agenda for Peace", the Secretary-General points out that the Charter of the United Nations deliberately provides no precise definition of regional arrangements and agencies. This allows "useful flexibility for undertakings by a group of States to deal with a matter appropriate for regional action which also could contribute to the maintenance of international peace and security" through associations or entities. They could include treaty-based organizations, security and defence organizations, organizations for general regional development or for economic cooperation, and groups created to deal with specific political, economic or social issues. Thus, regional organizations can contribute to international peace and security in accordance with their mandates and capabilities.

20. There are 16 regional organizations which are cooperating or have shown interest in cooperating with the United Nations in peace-keeping and other peace-related activities. Most of them have responded to the note verbale of the Secretary-General in which he transmitted the text of the presidential statement of the Security Council dated 28 January 1993 (see para. 11 above). Among these organizations, three are regional, eight are subregional, four are interregional and one is global in terms of membership. Nine have observer status with the United Nations General Assembly. About one-third of them have well-established mechanisms for peace and security, many of which are for preventive diplomacy and peacemaking. With respect to their characteristics, nine can be considered as organizations for general purposes, four are economic organizations, two are concerned with defence and one with legal issues. The interests of those organizations whose primary purposes are in the economic or legal field appear to reflect a growing concern for a comprehensive approach to the maintenance of peace and security. This also suggests the need for the United Nations to identify those regional organizations involved in economic, social, legal and humanitarian affairs which have the potential for contributing to international peace and security, and to increase cooperation with them. (For more detailed information, see annex I.)

21. OSCE, OAS and OAU already cover practically all countries of their respective regions (i.e., Europe, the Americas and Africa). A great lacuna exists in the "Asia and Pacific" region. ASEAN is, however, reaching out to non-member countries, through the framework of its Regional Forum, to discuss peace and security issues. The first such Forum was held in July 1994; another will be held in 1995.

22. The Inspectors recognize the following advantages of regional organizations in carrying out activities in the maintenance of peace and security:

- proximity to the conflict situation. This enables a regional organization to have an intimate knowledge of the conflict situation;

- the shared historical experience and culture of its Member States which could facilitate the solution of regional problems;

- less expenditure required for field operations of regional organizations in certain regions, provided that those organizations have the experience and capacity to provide logistic support efficiently.[3]

In addition, sometimes it is easier procedurally to make use of regional organizations since some of them have a mandate to intervene peacefully in internal affairs and/or have unique instruments not available elsewhere.[4]

23. However, geographical proximity and shared historical experience may have negative effects on mediation capacity in some cases. Furthermore, in some instances, parties to the conflict may see the United Nations mission as an expression of concern by the international community as a whole and therefore providing impartial support to conflict resolution. Under such circumstances, parties to the conflict may prefer that the United Nations, rather than the regional organization, play a leading role in conflict resolution, as has been the case with a number of recent United Nations operations.

24. The Inspectors understand fully and share the intention of regional organizations to emphasize early warning and conflict prevention since many of them are not well equipped, either financially or institutionally, to carry out full-scale peace-keeping activities, although they can participate actively in preventive diplomacy and peacemaking. The Inspectors nonetheless consider that regional organizations can play a more active role in peace-keeping, as demonstrated by organizations such as CIS, OAU and the Economic Community of West African States (ECOWAS). OSCE is also developing peace-keeping capabilities. Organizations charged with security and defence, such as NATO, are certainly better prepared than the United Nations to launch peace-enforcement operations. Furthermore, use of the military in humanitarian assistance is increasing. Because recent peace-keeping operations are becoming more and more multifaceted, the involvement of those organizations concerned with economic and social development and human rights issues is expected to increase. It is, therefore, important to provide a flexible formula for division of labour between the United Nations and regional organizations as the latter differ so much in mandates, structure, experience and resources. At the same time, the Inspectors note the concerns of regional organizations that cooperation between them and the United Nations should not be based on a hierarchical relationship. Accordingly, the Inspectors agree with the view that division of labour should be established in such a way as to optimize the comparative advantages of the two based on mutual understanding and agreements. A flexible and pragmatic approach is necessary to meet the particular needs of each specific situation.

B. Mechanisms and instruments of a selected number of regional organizations

1. Organization of African Unity (OAU)

25. By the Declaration adopted at the Twenty-ninth Ordinary Session of the Heads of State and Government held in Cairo from 28 to 30 June 1993, the OAU established a Mechanism for Conflict Prevention, Management and Resolutions. The primary objective of the Mechanism is the anticipation and prevention of conflicts. The Declaration (AHG/DECL.3 (XXIX), Rev.1) states that "emphasis on anticipatory and preventive measures, and concerted action in peace making and peace-building will obviate the need to resort to the complex and

resource-demanding peace-keeping operations", which OAU "countries will find difficult to finance". The Declaration defines the relationship between its Mechanism and the United Nations as follows: "In the event that conflicts degenerate to the extent of requiring collective international intervention and policing, the assistance or where appropriate the services of the United Nations will be sought under the general terms of its Charter". In this instance, respective countries of OAU "will examine ways and modalities through which they can make practical contribution to such a United Nations undertaking and participate effectively in the peace-keeping operations in Africa".

26. The Mechanism is built around a Central Organ, which is composed of the States members of the Bureau of the Assembly of Heads of State and Government. In order to assist the Central Organ, the Conflict Management Division was established in 1993 within the OAU Secretariat. The Cairo Declaration also established the "OAU Peace Fund" for the purpose of "providing financial resources to support exclusively the OAU operational activities relating to conflict management and resolution". The fund is financed from appropriations from the OAU regular budget, voluntary contributions from Member States as well as from other sources within Africa. In this context, during the 30th African Summit held in June 1994 in Tunis, the President of South Africa, Nelson Mandela, announced a contribution of US$ 300,000 to the "OAU Peace Fund".[5] With the consent of the Central Organ, voluntary contributions from sources outside Africa can also be accepted. In September 1994, the United States Congress authorized the President to provide assistance to strengthen the conflict capability of the OAU and to allocate for these purposes not less than US$ 1,500.000 for each of the fiscal years 1995 through 1998. This proceeds from the assumption that it is in the national interest of the United States to help build African capability in conflict resolution since, inter alia, it would reduce the enormous human suffering which is caused by wars in Africa together with the need for United Nations intervention as African institutions develop the ability to resolve African conflicts.

27. With respect to cooperation between the United Nations and OAU, Article II of the OAU Charter lists as one of its aims the promotion of international cooperation in keeping with the Charter of the United Nations. The above-mentioned Cairo Declaration states as follows:

> "The OAU shall also cooperate and work closely with the United Nations not only with regard to issues relating to peace-making but, and especially, also those relating to peace-keeping. Where necessary, recourse will be had to the United Nations to provide the necessary financial, logistical and military support for the OAU's activities in Conflict Prevention, Management and Resolution in Africa in keeping with the provisions of Chapter VIII of the UN Charter on the role of regional organizations in the maintenance of international peace and security" (AHG/DECL.3 (XXIX), Rev.1, para. 25).

2. Organization of American States (OAS)

28. The amendments to the OAS Charter, adopted by its General Assembly in December 1985, gave greater powers of mediation to the Permanent Council by allowing it to "resolve a dispute between members, whether or not all the parties concerned had (as previously stipulated) agreed to take the matter before the OAS". The amendments also increased the

executive powers of the OAS Secretary-General by allowing him to "take the initiative in bringing before the Permanent Council matters that might threaten the peace and security of the hemisphere or the development of the member states, something which previously only a member country had been permitted to do".[6] The OAS General Assembly, in its resolution AG/RES 1180 (XXII-0/92) of 23 May 1992, instructed the Permanent Council to establish a Special Committee on Hemispheric Security to continue consideration of the agenda on cooperation for hemispheric security. The Permanent Council has also established special committees which may contribute to the maintenance of peace and security, for example, the Special Committee to Monitor Compliance with the Trade Embargo on Haiti. The OAS convenes an ad hoc meeting of ministers of foreign affairs whenever needs arise. Such a meeting was convened in May 1993, to discuss the situation in Guatemala and the OAS Secretary-General was requested to send a fact-finding mission. OAS is convening a Regional Conference on Confidence - and Security-Building Measures in the Region in 1995 (AG/RES.1288 (XXIV-O/94), para. 6).

29. The OAS Charter provides a legal framework for cooperation between the United Nations and OAS in general terms. The preamble of the OAS Charter "reaffirms the principles and purposes of the United Nations and Article 1 defines OAS as a regional agency. Article 2 proclaims the purposes of OAS in order "to put into practice the principles on which it is founded and to fulfil its regional obligations under the Charter of the United Nations (S/25996, page 12). Article 53 concerns cooperation between the United Nations and OAS. With respect to cooperation in peace and security, the General Assembly of the OAS has adopted a number of resolutions. For example, resolution AG/RES. 1236(XXIII-0/93) of 11 June 1993 requested the Special Committee on Hemispheric Security to give priority in its programme of work to, inter alia, "the relationship between the OAS and the United Nations in all matters related to regional security within the framework of their respective normative instruments". In its resolution 49/5 of 21 October 1994, the United Nations General Assembly welcomed "the offer of the Chairman of the Permanent Council of the Organization of American States to the President of the Security Council concerning the readiness of the Organization of American States to cooperate with the United Nations in its efforts to improve measures for the prevention and peaceful solution of regional and international conflicts" (para. 4). It requested both Secretaries-General (of the United Nations and OAS), or their representatives, to resume consultations with a view to signing, during 1995, an agreement for cooperation between the United Nations and OAS (para. 7).

3. Organization for Security and Cooperation in Europe (OSCE)

30. According to the Secretary-General of OSCE, its greatest emphasis is on early warning and conflict prevention since "prevention is preferable to cure".[7] OSCE mechanisms used for these purposes include: the Vienna Mechanism on Unusual Military Activities, established in 1990; the Berlin Mechanism on Serious Emergency Situations, established in 1991; and the Moscow Mechanism on Human Dimension, established in 1991. The OSCE High Commissioner on National Minorities and the Warsaw Office for Democratic Institutions and Human Rights also contribute to early warning. OSCE confidence and security-building measures (CSBMs) can also serve as an early warning indicator.[8] As for a mechanism for peaceful settlement of disputes, OSCE established The Valletta Mechanism in 1991, and modified it in 1992. In addition, the Convention on Conciliation and Arbitration within the OSCE has been in force since December 1994. The OSCE Provision for Directed

Conciliation and the Conciliation Commission are also concerned with peaceful settlement of disputes. The Conflict Prevention Centre, which was established in 1990, is responsible for, inter alia, the overall support of OSCE tasks in the fields of early warning, conflict prevention and crisis management, and operational support of missions in the field.[9] In 1992, OSCE established a Forum for Security Cooperation in Vienna. The Forum is concerned with negotiations on arms control, disarmament and confidence-building. "Its aims are to enhance regular consultation and intensify cooperation on security matters and to further the process of reducing the risk of conflict. It is responsible also for the implementation of CSBMs".[10] OSCE establishes ad hoc steering groups specifically assigned to deal with conflicts; for example, the Minsk Group charged with mediation and settlement of the conflict around Nagorny Karabakh. One of the most important channels of conflict prevention and crisis management are activities under the aegis of the Chairman-in-Office.

31. With regard to cooperation between the United Nations and OSCE, the "Helsinki Summit Declaration", adopted on 10 July 1992, states in paragraph 25 the views of the participating States of OSCE, formerly the Conference on Security and Cooperation in Europe (CSCE), as follows:

> "Reaffirming the commitments to the Charter of the United Nations as subscribed to by our States, we declare our understanding that the CSCE is a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations. As such, it provides an important link between European and global security. The rights and responsibilities of the United Nations Security Council remain unaffected in their entirety. The CSCE will work together closely with the United Nations especially in preventing and settling conflicts".

32. An agreement on a framework for cooperation and coordination between the United Nations and OSCE was signed by the Secretary-General of the United Nations and the Chairman-in-Office of the OSCE Council in May 1993. In its resolution 48/19, the General Assembly endorsed the framework for cooperation and coordination (A/48/185, annex). Efforts to further improve cooperation and coordination between the United Nations and OSCE have continued. In his letter to the Secretary-General, dated 14 June 1994, the Chairman-in-Office of OSCE stated that what appeared necessary was a more updated definition of the tasks and the attributes of OSCE as a regional arrangement under Chapter VIII of the Charter of the United Nations. He also mentioned that the fundamental issue of linking the OSCE's preventive diplomacy and crisis management activities with those of the United Nations would be dealt with at the OSCE Summit, held at Budapest on 5 and 6 December 1994. A joint proposal by Germany and the Netherlands, "OSCE First", was submitted to the Budapest Review Conference. The proposal (Doc.828/94 of 17 May 1994) calls for the participating states to commit themselves to make every effort to achieve pacific settlement of local disputes through OSCE before referring them to the United Nations. The Secretary-General of the United Nations in his report on the cooperation between the United Nations and OSCE states:

"In sum, 1994 has seen further development of the practical links between the United Nations and CSCE. This cooperation and coordination will be maintained and enhanced with the aim of extracting the best possible use from the resources made available by Governments to international organizations to carry out the tasks assigned to them. The avoidance of duplicative or overlapping mandates will facilitate such cooperation and lead to effective coordination" (A/49/529, para. 13).

4. European Union (EU)

33. The Treaty on European Union, signed in Maastricht on 7 February 1992, provides a legal basis for the Union to develop its common foreign and security policy. Article J.1, Title V of the Treaty stipulates that the objectives of the policy are not only to strengthen the security of the Union and its Member States, but also to preserve peace and strengthen international security. Article J 4, Title V recognizes the Western European Union (WEU) as an integral part of the development of the Union. The Declaration on Western European Union, attached to the Treaty, states that WEU will be built up in stages as the defence component of the European Union.

5. Commonwealth of Independent States (CIS)

34. Article 6 of the Minsk Agreement of 8 December 1991, which established the CIS, stipulates that the Member States of the Commonwealth will cooperate in safeguarding international peace and security. CIS has adopted a number of legal instruments concerning appropriate arrangements for peace-keeping. They include: the agreement concerning groups of military observers and collective peace-keeping forces in CIS and associated Protocols, adopted on 20 March 1992; the Collective Security Treaty of 15 May 1992; and the agreement concerning collective peacemaking forces and joint measures for their material and technical support, adopted on 24 September 1993. The authority to establish peace-keeping operations is vested in the Council of the Heads of State.

35. The Security Council was informed in June 1994 that on the basis of the provisions of Chapter VIII of the Charter of the United Nations, the Council of the Heads of State of CIS had decided to deploy the CIS Peace-keeping Force to Abkhazia, Republic of Georgia. In accordance with Article 54 of the Charter, the United Nations Security Council has been kept informed of the size of such forces and of their activities (S/1994/732, annex).

6. North Atlantic Treaty Organization (NATO)

36. The NATO Summit held in Rome in November 1991 adopted the new Strategic Concept which recognized the importance of preventive diplomacy and successful management of crises. NATO reported that in December 1992 the Allied Ministers had stated "their readiness to respond positively to initiatives that the United Nations Secretary-General might take to seek Alliance assistance in the implementation" of the resolutions of the United Nations Security Council (S/25996, page 18). In the Declaration adopted at the NATO Summit in Brussels in January 1994, it was stated that its Member States would work in concrete ways towards "creating an ability to operate with NATO forces in such fields as peacekeeping, search and rescue and humanitarian operations".[11]

C. Cooperation of regional organizations in recent peace-keeping operations of the United Nations

37. As of December 1994, there are 17 active peace-keeping missions of the United Nations. Among them, five were launched before 1988. They are traditional peace-keeping missions, and no regional organization is cooperating with the United Nations in any significant manner. On the other hand, most of those established after 1988 have more multifarious mandates, including peace-keeping in the traditional sense, assistance in political settlements, electoral assistance, human rights monitoring and humanitarian assistance. Accordingly, mission components include not only military elements but also civilians responsible for a variety of functions. Ten regional organizations have been cooperating with the United Nations in recent peace-keeping missions (see annex II). The more active involvement of regional organizations in the maintenance of peace and security was a result of the relaxation of international tension after the end of the cold war. Their involvement may also have escalated because of the increasingly complex nature of United Nations peace-keeping operations, which requires the United Nations to seek the cooperation of regional organizations within their areas of competence. The following are examples of peace-keeping and other peace-related activities of regional organizations.

Assistance in political settlements

38. The OAU has undertaken a series of diplomatic initiatives for the solution of conflicts in Angola, Burundi, Liberia, Rwanda, Somalia and the Western Sahara. Both the League of Arab States (LAS) and the Organization of the Islamic Conference (OIC) have been involved in diplomatic initiatives concerning Somalia, and Bosnia and Herzegovina. They have also participated, together with the United Nations and OAU, in the National Reconciliation Conference for the political settlement of the Somali conflict. ECOWAS has been playing a central role in the efforts for a peaceful settlement of the Liberian conflict. OAS has been involved in the peace process in Central America and Haiti. OSCE has been playing the leading role in peacemaking in South Ossetia in the Republic of Georgia, Nagorny Karabakh, and Moldova. It also has field missions in Skopje (the Former Yugoslav Republic of Macedonia), Estonia, Latvia, Sarajevo (Bosnia and Herzegovina) and Tajikistan. OSCE is cooperating with the United Nations in Abkhazia (Georgia) and Tajikistan. The European Union and the United Nations co-sponsor the International Conference on the Former Yugoslavia. The European Community (Union) has deployed the European Community Monitoring Mission in the former Yugoslavia. Its mandates are to help stabilize the agreed cease-fires and mediation and confidence-building. CIS has been involved in negotiations for the political settlement of conflicts in South Ossetia and Tajikistan. At the initiative of ASEAN, the United Nations sponsored the International Conference on Kampuchea in 1981.

Deployment of military observers/peace-keeping forces

39. ECOWAS created a Military Observer Group (ECOMOG) in August 1990. ECOMOG is cooperating with the United Nations Observer Mission in Liberia (UNOMIL), which is the first United Nations peace-keeping mission undertaken in cooperation with a peace-keeping operation already established by another organization. OAU established the Neutral Military Observer Group (NMOG) in 1992 to monitor the cease-fire in Rwanda. NMOG elements

were absorbed into the United Nations Assistance Mission for Rwanda (UNAMIR) in November 1993. OAU also has military observers in Burundi. CIS has deployed a peace-keeping force in Abkhazia (Georgia) in order to monitor the compliance of the parties involved with the Agreement on a Cease-fire and Separation of Forces, signed in May 1994. The CIS peace-keeping force is cooperating with the United Nations Observer Mission in Georgia (UNOMIG). Under the authority of CIS, a tripartite peace-keeping force (Joint Russian-Georgian-Ossetian Peace-keeping and Law-enforcement Forces) is deployed in South Ossetia. Preparations are at an advanced stage to launch a peace-keeping operation by OSCE in the context of the Nagorno-Karabakh conflict.[12]

Peace/sanctions enforcement

40. NATO and the WEU are engaged in the joint monitoring and enforcement of the arms embargo and the economic sanctions against the former Yugosalvia in the Adriatic, in order to ensure the strict implementation of the relevant Security Council resolutions. In addition, the WEU is involved in the implementation of the sanctions against the former Yugoslavia in the Danube operation. NATO is also implementing a number of Security Council resolutions concerning the former Yugoslavia, including the monitoring and enforcement of a "No-Fly Zone" over Bosnia and Herzegovina. It is also providing close air support for the United Nations Protection Force (UNPROFOR).

Sanctions assistance

41. The EU and OSCE have jointly deployed Sanctions Assistance Missions in the countries neighbouring the Federal Republic of Yugoslavia (Serbia and Montenegro). They have also provided these countries with some necessary resources to facilitate their enforcement of the sanctions. Sanctions Assistance Missions are currently stationed in Albania, Bulgaria, Croatia, Hungary, the Former Yugoslav Republic of Macedonia, Romania and Ukraine. Under the direction of the joint EU-OSCE Sanctions Coordinator and the Sanctions Assistance Missions Communications Centre in Brussels, mission officials advise the authorities of the host countries on the implementation of sanctions imposed by the United Nations Security Council Committee on Sanctions against former Yugoslavia.

Mine clearance

42. The WEU conducted mine clearance activities in the Gulf in the framework of the relevant Security Council resolutions. OAS has provided mine-clearing assistance to Nicaragua.

Human rights/political process monitoring

43. The Commonwealth Secretariat, EU and OAU co-operated with the United Nations in monitoring the transitional process in South Africa. EU has recently concluded an agreement with the United Nations for the dispatch of human rights monitors to Rwanda. OAS and the United Nations have established the International Civilian Mission (MICIVIH) to verify respect for human rights as laid down in the Haitian Constitution and in the international instruments to which Haiti is a party. OSCE deals with human rights issues through its Warsaw Office for Democratic Institutions and Human Rights and the High Commissioner

on National Minorities. The OSCE mission in Tajikistan mentioned in para. 38 above, is also concerned with human rights issues and democratic institution-building. Assistance in constitution (legislation) drafting has also been provided in a number of countries, such as Georgia and Moldova.

Electoral assistance

44. The Commonwealth Secretariat, EU and OAU, cooperated with the United Nations in the electoral observation and verification in South Africa. OAS has been increasingly providing electoral assistance to its member countries. For example, in 1993, it sent election monitoring missions to Paraguay, Peru, Honduras, Venezuela, Costa Rica and Nicaragua. The OSCE Warsaw Office for Democratic Institutions and Human Rights also provides electoral assistance.

Humanitarian assistance

45. In June 1994, the OAU Council of Ministers adopted resolution CM/Res.1527 (LX) on the holding of a regional conference on assistance to refugees, returnees and displaced persons in the Great Lakes region in Burundi, which was endorsed by the Heads of State and Government of OAU. The United Nations General Assembly, in its resolution 49/7, endorsed the OAU resolution and invited the competent bodies of the United Nations system to take part in the implementation of the OAU initiative. The European Community Humanitarian Office (ECHO) was established in 1992 in order to provide humanitarian assistance to populations from any part of the world outside the Community who are affected by natural catastrophes or emergencies, many of which are in conflict zones. ECHO cooperates with a number of United Nations agencies, with the most important partner being the United Nations High Commissioner for Refugees (UNHCR).

46. The above-mentioned activities of regional organizations are only examples, not an exhaustive list. Nonetheless, it can be concluded that the most active area in which regional organizations are involved is assistance in political settlements. In 9 of the 12 active peace-keeping missions which were launched after 1991, regional organizations have cooperated with the United Nations in the efforts for a political settlement of the conflicts (see annex II). At the same time, regional organizations are increasingly being involved in other functions, from peace-keeping to humanitarian assistance. The use of military personnel in humanitarian relief operations has proved to be advantageous to the success of these operations. Cooperation between the United Nations and defence/security organizations in this area is, therefore, expected to grow.

Modalities for cooperation

47. There are a number of modalities in which the United Nations have cooperated with regional organizations in peace-keeping and other peace-related activities. In the past, the United Nations launched a small number of joint missions with regional organizations. Those missions were carried out with some predictable, early stage difficulties inasmuch as each organization had a different way of doing business. In addition, there were problems of how to divide the cost, who was responsible for providing logistic support and so on. Furthermore, it became apparent that a single chain of command was essential for peace-

keeping operations to succeed. This is difficult to achieve because each organization is responsible to different governing bodies; and each body formulates policies by different criteria and different procedures. Even a small policy difference may produce a devastating result in the field where quick decision-making and action are required, and there is not enough time to reconcile differences. This suggests the need for a thorough examination of possible difficulties before undertaking a joint mission between the United Nations and regional organizations.

48. Another modality for cooperation is that of one organization playing a leading role and others supporting the lead organization. This modality has been applied to the relationship between the United Nations and OSCE in the context of their peace efforts in Georgia, Moldova, Nagorny Karabakh and Tajikistan.

49. Two or more organizations can be engaged in parallel peace activities in the same area. One such example is the recent efforts by the United Nations, the Commonwealth, the EU and OAU in South Africa. The CIS Peace-keeping Force and UNOMIG are in place in Abkhazia, Georgia. They "function as two separate and independent operations, each under its own command, but in close cooperation and coordination with each other" (S/1994/529/Add.1, para. 4). A similar relationship exists between the United Nations and ECOWAS in Liberia. The presence of many organizations is sometimes necessary to build confidence among the parties to the conflict.

50. Different organizations could be assigned different functions, such as peacemaking, peace-keeping, peace-enforcement and peace-building. Since each organization is autonomous, the assignment of functions should be based on mutual understanding among the organizations. Difficulties with this modality could be minimized by each organization assuming the leadership for a different stage of the conflict, on the condition that clear understanding exists among the organizations involved as to their respective roles and the requirements for the smooth transition of authority. However, in many conflict situations, various functions are required at the same time. In this type of situation, the issue of command and control may make this modality difficult to utilize successfully.

51. Each modality mentioned above requires different methods of cooperation. Methods of cooperation required at the level of headquarters and the field are different, as are those for different functions. However, it is possible to replicate successful features of cooperation at the operational level. The successful methods for exchange of information and coordination of activities selected by the United Nations Observer Mission in South Africa (UNOMSA) and cooperating organizations can, therefore, be adopted by future missions of a similar nature. The experiences of the Coordinating Committee, the Technical Task Force and the Joint Operations Unit merit a thorough examination, since they could provide useful information for future missions. Various methods have been proposed for cooperation and coordination between UNOMIG and the CIS Peace-keeping Force. Specific methods are suggested for cooperation and coordination at each of the four levels: force headquarters, sector zone headquarters, UNOMIG monitoring team with CIS battalion, and UNOMIG patrol with CIS patrols (S/1994/818, paras. 14-20). It is too early to assess their effectiveness. However, evaluation of the UNOMIG experience with CIS should be undertaken at appropriate times and the lessons learned should be used later.

52. Even though a rigid formula for cooperation between the United Nations and regional organizations is not recommended, there are some features of cooperation that could be applied to any situation. During the consultations with regional organizations on the present study, the Inspectors were repeatedly informed that there was a need to increase contact at the working level, and to involve regional organizations from the planning stage. As mentioned earlier, detailed plans were worked out between the United Nations and CIS with respect to cooperation and coordination between UNOMIG and the CIS Peace-keeping Force. Whether this could be one of the crucial success factors, only time can tell.

53. Cooperation between the United Nations and regional organizations in the maintenance of international peace and security is a relatively new trend. Therefore, sufficient knowledge does not exist as to which modality for cooperation or methods of cooperation to employ for what types of situations and needs. For this purpose, there should be an assessment of cooperation, with the participation of all the organizations involved, after the completion of each United Nations mission. Lessons thus learned should be utilized when planning new missions. In his final report on the question of South Africa, the Secretary-General stated his intention to invite regional organizations to "work out together guidelines for future cooperation based on the success, as well as the mistakes", of the common experience in South Africa and elsewhere (S/1994/717, para. 139). One such meeting was held on 1 August 1994 at United Nations Headquarters. Meetings on cooperation in the maintenance of peace and security between the United Nations and regional organizations should be institutionalized, and ex post assessments mentioned above should be studied at those meetings.

54. At a meeting held in September 1993 between the secretariats of the United Nations system and OAU, a set of recommendations for concrete action were adopted, including those on cooperation in conflict prevention, management and resolution in Africa. Those recommendations included assistance to be provided by the United Nations system (see A/48/475/Add.1, paras. 21-24). One year later, the implementation process of some recommendations has still not begun. Such a low level of implementation can be attributed partially to the lack of a time-frame and unclear identification of responsibility for implementation. In future agreements concerning United Nations assistance, those United Nations entities responsible for implementation should be clearly identified and a time-frame should be established.

IV. SHARING RESPONSIBILITIES IN PEACE-KEEPING AND OTHER PEACE-RELATED ACTIVITIES

55. Very often, care and attention are paid to the formulation of policies but not enough to the provision of ways and means for implementing those policies. As a result, even good policies may fail. As Sections I and III.B of the present report have illustrated, there are legal and political frameworks that are conducive to the sharing of responsibilities in the maintenance of peace and security between the United Nations and regional organizations. Equally important is the existence of factors for the successful implementation of policies contained in legal instruments and manifested in the political will of Member States and organizations. Such factors may include: the preparedness of the United Nations to increase cooperation with regional organizations; and the capacity and experience of regional organizations to plan, launch, manage and provide administrative and logistics support to field operations. United Nations assistance can contribute to the enhancement of the capacity and experience of regional organizations in these areas.

A. Preparedness of the United Nations to increase cooperation with regional organizations

56. The Inspectors consider that in order for the United Nations to increase cooperation with regional organizations, it must have, as a prerequisite, mechanisms to plan its activities effectively and efficiently and to ensure smooth information flow and the sharing of experience within the United Nations.

57. There is a close relationship between peacemaking, peace-keeping and humanitarian actions. There is also a strong link between peace and development. Prevention is preferable to cure, and prevention of conflicts ultimately requires people's conviction that peace is good for everybody. In this connection, the Inspectors note that in February 1994 the United Nations Educational, Scientific and Cultural Organization (UNESCO) established a Culture of Peace Programme. UNESCO is contacting organizations of the United Nations system and regional organizations to ensure that its Culture of Peace Programme is carefully harmonized with related activities. Organizations of the United Nations system whose mandates are in the economic and social sectors are increasingly involved in peace-related activities. The Inspectors, therefore, agree with the view of the Secretary-General that "the second-generation United Nations peace-keeping operations may involve the entire United Nations system in comprehensive reconstruction efforts" (see SG/SM/94/178 of 31 October 1994). Therefore, there is a need for a comprehensive approach to maintain international peace and security, one element of such an approach is increased cooperation between the United Nations and regional organizations.

58. At present, each department of the United Nations plans its activities based on analysis done by its own staff within the area of its competence. For example, the Policy and Analysis Unit of the Department of Peace-keeping Operations (DPKOs) "acts as a think-tank, providing in-depth analysis of policy questions within the Department's sphere of responsibility" (A/49/336, para. 62). It appears that after having made the overall plans for their own activities, departments coordinate with each other in the implementation of these plans. While this is an improvement over past practice, which did not include a high level

of coordination in policy implementation, the Inspectors consider that coordination at the policy formulation stage is essential to develop effective strategies for the implementation of a comprehensive approach to peace and security, which requires increased cooperation between the United Nations and regional organizations.

59. The Inspectors note that the Mission Planning Service of DPKO works in close cooperation with other departments of the Secretariat, United Nations agencies and concerned regional organizations to "design carefully integrated (civilian and military) plans for complex, multidimensional operations" (A/49/336, para. 64). While the Inspectors welcome the efforts of DPKO at the operational level, they nonetheless consider that there is also a need for a continuous strategic analysis of what the United Nations can do and should do as a whole to promote and maintain peace and security, by itself or with other organizations, including regional organizations. The results of analyses done by various departments, not only by those concerned with political and military activities but also by those involved in the economic and social sectors, should, therefore, be consolidated to allow one comprehensive strategic analysis for each conflict area or situation. Such comprehensive analysis should be undertaken by a project team created for a specific area or situation and composed of the representatives of all the departments concerned. The results of such analysis should be used to facilitate decision-making by the Secretary-General and his top aides. The project team should then prepare overall strategies for implementing the plans made by the Secretary-General, and approved by governing bodies. Each department or office should, in turn, base their implementation plans on these overall strategies. In order to assist project teams and to inform various departments and offices on recent developments, the establishment of a small unit may be necessary. Such a unit should be entrusted with a clearing house function (i.e., to act as depository and disseminator of information in a systematic manner) for peace-related activities as well as with responsibilities for providing administrative and technical services to project teams.

60. The Inspectors are concerned that the results of discrete and independent analyses conducted by various departments, no mater how useful they are to serve their own purposes, may not facilitate the Secretary-General and his top aides in taking a proactive approach and long-term planning from the strategic perspective. The Inspectors were informed by the Secretariat that elaborate consultative arrangements have been made by DPKO, the Department of Political Affairs (DPA) and the Department of Humanitarian Affairs (DHA) and, therefore, the small unit described in paragraph 59 above would not be necessary. At the same time, one department stated that the project team approach suggested by the Inspectors would be difficult to put into effect. Owing to time constraints, it was not possible at this time for the Inspectors to examine whether the consultative arrangements among the three departments would address the concern of the Inspectors fully or how difficult it would be to implement the project team approach. However, a JIU report on the strengthening of the capacity of the United Nations system for conflict prevention, which is currently at the initiation stage, will examine these issues.

61. A comprehensive approach to peace and security increases the involvement of regional organizations. DPKO, DPA and DHA all have regional divisions through which liaison with regional organizations is maintained. However, in order to facilitate the dissemination of information to interested regional organizations, the small unit mentioned above should also be responsible for the clearing house function on United Nations relations with regional

organizations in the field of peace and security. This would allow the interested regional organizations to obtain basic information on the whole range of United Nations peace-related activities from one source and be directed to the appropriate divisions of the departments concerned. The function of this unit is to facilitate the initial contact between the various offices of the United Nations and regional organizations. Once such contact is made, regional organizations can work directly with the United Nations offices concerned.

62. Information sharing among the Headquarters departments concerned with peace and security has improved significantly in the past few years. A Task Force established by the Secretary-General includes the Secretary-General himself, his two Senior Advisors, the Legal Counsel and the Under-Secretaries-General for Humanitarian Affairs, Peace-keeping and Political Affairs. It meets weekly. The Under-Secretaries-General of the three Departments also meet weekly, followed by the meeting in which all the Directors of the three Departments participate.

63. There is, however, room for improvement, particularly at the working level, where important information is not consistently transmitted to all officers concerned.[13] Based on the understood link between peacemaking, peace-keeping and humanitarian activities as well as the expected increase in the number of regional organizations cooperating with the United Nations in these areas, there is a need to increase interaction among staff members engaged in activities related to these functions. It is suggested that DHA, DPKO and DPA establish mechanisms to ensure a smooth information flow and increase interaction at all levels. With respect to the working level, they could create a project team or a task force for each conflict area, not only to exchange information and experience but also to help each other in performing their tasks. This would avoid duplication of efforts and increase utilization of the best talent available. For instance, a Political Affairs Officer who has been involved in activities for peacemaking in a certain area could participate in a fact-finding mission of DPKO to the same area; DPKO and DHA desk officers could contribute to policy analysis done by DPA, and so on. Results of the work done at this level should then be reviewed at the meeting of the Directors concerned. It is time for the United Nations to loosen rigid bureaucratic demarcation in order to utilize resources more efficiently and effectively.

64. The sharing of information at the working level outside Headquarters is based on good will and is not institutionalized. Since a comprehensive approach to peace and security would require increased coordination and cooperation not only among the organizations of the United Nations system but also between the United Nations and regional organizations, there is a need to improve information flow at the working level.

65. The Inspectors have been informed by those with field experience that coordination at the field level is sometimes poor, because many organizations are not coordinating their efforts with others. Since peace-keeping operations are increasingly multifaceted, the involvement of regional organizations with different mandates is expected to increase. These regional organizations may be cooperating directly with a United Nations mission or with the specialized agencies in the same area. This would make coordination even more difficult. It is, therefore, suggested that in a large-scale peace-keeping mission with multifarious mandates, the Special Representative of the Secretary-General in the area should be given the responsibility for overall coordination. The United Nations, organizations of the system and regional organizations in the area could create task forces at various levels to facilitate the

work of the Special Representative to ensure effective coordination in order to maximize the benefits brought about by the activities of all organizations concerned.

66. The Inspectors take note of a recently established policy by which Special Representatives of the Secretary-General are given the overall authority for coordination of United Nations peace-related activities in countries or regions to which they are appointed. Humanitarian Coordinators, who are designated by the United Nations Emergency Relief Coordinator, function under the overall authority of the Special Representative concerned, with responsibility for coordination of United Nations humanitarian assistance for the complex emergency in question. The extent of implementation as well as the effectiveness of this policy in enhancing coordination in the field are still being evaluated. The forthcoming JIU reports on humanitarian assistance will address relevant aspects of these issues.

B. United Nations assistance

67. Many regional organizations lack resources and experience in peace-related activities, particularly in peace-keeping. However, since regional organizations differ in mandates, structure and the size of membership, their needs also vary. With respect to early warning and preventive diplomacy, an area of priority for many regional organizations, the need to strengthen their capacity may be less acute. In fact, some regional organizations seem to have more advanced mechanisms in this respect than the United Nations.

68. Peace-keeping is the area in which regional organizations generally need assistance. Even those organizations with large budgets lack practical experience in planning, launching and managing operations. Furthermore, in launching a large-scale peace-keeping mission with multifarious objectives, many organizations would need external assistance, because, unlike the United Nations, they do not have a network of agencies engaged in various types of operational activities required for such a mission. For organizations which are at the early stage of developing their capacity for peace-keeping, external assistance for evaluating their mechanisms, administrative procedures and structure may be necessary. Some of those organizations with established mechanisms may still need financial assistance to cover the cost of peace-keeping operations. Limited membership may mean lack of the necessary persuasive influence, particularly in a situation where there is insufficient political agreement among Member States or where a regional power is closely involved. In such a case, political support from organizations with universal membership, such as the United Nations, may be necessary for the regional organization concerned to carry out peace-keeping tasks. For regional organizations with specific mandates, such as defence organizations with advanced structure and capability, a clear understanding of their role may be the only incentive necessary for them to cooperate effectively with other organizations in conflict resolution.

69. If regional organizations are encouraged to be more actively involved in the maintenance of international peace and security, it is axiomatic that assistance should be provided to meet their needs. Without appropriate assistance, they may be driven into a quagmire where resources do not match mandates. In this connection, the United Nations has been giving assistance to regional organizations. Resources permitting, its assistance

should be expanded. New forms of assistance should be developed and new sources of funding technical assistance activities should be explored.

70. Certain regional organizations have insufficient resources to mount and maintain peace-keeping operations. One such organization is ECOWAS. In order to assist its peace efforts in Liberia (i.e., ensuring the implementation of the Peace Agreement signed at Cotonou on 25 July 1993), the President of the United Nations Security Council, in his letter of 27 August 1993 (S/26376), informed the Secretary-General that the Council would support the establishment of a voluntary trust fund. A Trust Fund for the Implementation of the Cotonou Agreement in Liberia was thus established pursuant to paragraph 6 of Security Council resolution 866 (1993). Its purpose is to "receive voluntary contributions in order to provide support for the implementation of the Cotonou Accord, including deployment of ECOMOG peace-keeping troops, demobilization of combatants, elections and humanitarian assistance". It is managed by the United Nations and the disbursement of funds is made through the Special Representative of the Secretary-General in Liberia. On 13 July 1994, the Security Council expressed its concern that sufficient financial and other support for the ECOMOG troops had not yet been forthcoming despite the importance of their continued presence in the Liberian peace process. The Council, therefore, called on "all Member States urgently to consider providing financial or material support either through the United Nations trust fund or on a bilateral basis to enable ECOMOG to fulfil its responsibilities in accordance with the Cotonou Agreement" (S/PRST/1994/33, page 2). As of 30 September 1994, the Trust Fund received cash contributions of US$ 17.8 million from four donor countries, of which US$ 1 million was earmarked for humanitarian assistance. The rest was for the use of ECOMOG, mainly in procurement and maintenance of equipment and rations. In addition, one donor country made in-kind contributions (trucks).

71. In paragraph 10 of its resolution 937 (1994) on the situation in Georgia, the Security Council requested the Secretary-General to establish "a voluntary fund for contributions in support of the implementation of the Agreement on a Cease-fire and Separation of Forces signed in Moscow on 14 May 1994 and/or for humanitarian aspects including demining, as specified by the donors, which will in particular facilitate the implementation of UNOMIG's mandate". The Fund was established on 26 July 1994. Depending on the stipulation of the donors, resources in the Fund could be used to finance certain CIS activities in order to implement the Agreement. It should be mentioned that UNOMIG has received practical support from the CIS Peace-keeping Force when its resources have not been sufficient (S/1994/1160, page 5).

72. Since the United Nations has long experience in organizing pledging conferences for voluntary contributions, it could provide technical assistance and/or facilities to the interested regional organizations for the holding of such conferences.

73. Some regional organizations were not able to raise funds in a timely manner to finance fact-finding missions or activities connected with political negotiations. Delays in carrying out such activities had negative consequences on the peace process. If there had been a revolving fund from which these organizations could borrow to finance their emergency activities, they might have succeeded in diffusing tension and instability. The Central Emergency Fund was established by the Secretary-General under his authority in accordance with General Assembly resolution 46/182 of 19 December 1991. It is "designed as a cash-

flow mechanism to ensure the rapid and coordinated response of the Organizations of the United Nations system for emergency assistance" (ST/SGB/251, para.1). It is financed by voluntary contributions and managed by DHA. With the exception of the International Organization for Migration, which was included in accordance with paragraph 9 of General Assembly resolution 48/57 of 14 December 1993, the users of the Fund are limited to the organizations of the United Nations system. A similar revolving fund could be established, under the auspices of the United Nations, for financing activities related to the maintenance of peace and security. However, since the scope of such a fund is expected to be broad, the Inspectors are not in a position to recommend the establishment of such a fund without a thorough examination of such aspects as the size, type of activities covered, criteria for determining the eligibility to borrow from the fund, funding methods, repayment procedures and so on.

74. One of the mandates of UNDP is to promote the transfer of know-how through institution building. This applies to conflict resolution. Furthermore, peace and security are necessary to sustain development. At the same time, as the UNDP Administrator stated, "lasting peace and security depend on development that eliminates great disparities".[14] Therefore, UNDP is assisting in the area of conflict resolution through institution building. For example, an on-going project entitled, "Improvement of the OAU administrative management capability (RAF/87/101)" has a fellowship component on conflict management, which was implemented in May 1994. An OAU proposal for a new project on conflict prevention, management and resolution, and democratization process is currently under review. In May 1994, the UNDP Administrator stated that UNDP would contribute to the OAU Peace Fund "by providing three million dollars to be used as seed money to strengthen OAU's capacity for the development of the programmes to operationalize the activities envisioned under the Fund."[15]

75. The UNDP Administrator stated in his report on the preparation for the fifth programming cycle that the financial resources of UNDP for regional programmes were reduced by 26 per cent as a result of the UNDP Governing Council decision 90/34 to allocate more IPFs to low-income countries (DP/1991/24, para. 21). Therefore, the strategy of UNDP is to set priorities and to develop new ideas and model projects which attract donors. It may also be possible to use IPF funds for regional organizations. For example, UNDP made significant contributions to United Nations activities related to electoral assistance. In the case of Mali, funding from the IPF was released to finance the participation of observers affiliated with OAU (A/47/668, para. 60).

76. Although the General Assembly has recognized that the training of peace-keeping personnel is primarily the responsibility of Member States, it requested the Secretary-General to develop and publish peace-keeping training guidelines, manuals and other relevant training material. It also requested that the Secretary-General review and improve arrangements for training civilian, police and military peace-keeping personnel, using the appropriate capabilities of Member States, regional organizations and arrangements, in accordance with their constitutional mandates and Chapter VIII of the Charter, and of non-governmental organizations and the Secretariat (General Assembly resolution 48/42). Thus, the United Nations is expected to cooperate with regional organizations in improving training of peace-keeping personnel.

77. In accordance with the mandates given by the General Assembly, the Training Unit of DPKO surveys peace-keeping training programmes of Member States, prepares manuals and handbooks, develops curriculums for national staff colleges, coordinates training seminars and workshops and provides pre-mission training. It is also developing a programme on demonstration teams, which is similar to "training of trainers", as requested by General Assembly resolution 48/42. After the successful implementation of this programme, the Unit will also be in a position to act as a clearing house for peace-keeping training. However, the target of the Unit is Member States, and it does not have enough resources to provide assistance to regional organizations systematically.

78. The Centre for Human Rights provides technical legal assistance and advisory services in connection with national elections. The Centre's Voluntary Fund for Technical Cooperation in the Field of Human Rights can provide funding for human rights components of electoral assistance. The feasibility of utilizing the Centre's programmes for technical assistance and advisory services as well as the Centre's Voluntary Fund in efforts to enhance the capacity of regional organizations in human rights monitoring should be examined. The Department for Development Support and Management Services (DDSMS) also provides technical assistance in electoral administration. Although the resources of DDSMS cannot be used for regional programmes, its technical expertise in this area should be utilized on an informal basis to assist regional organizations, for example, training programmes organized by other United Nations entities in this area.

79. The International Training Centre of the International Labour Organisation located in Turin, has assisted DPKO in the development of a peace-keeping training manual by preparing the pedagogical design, layout and illustrations. The manual was printed by the Turin Centre and is now being tested at various seminars and courses before being finalized. It is designed to assist commanders of national contingents and their training officers in preparing and conducting in-country training programmes before deployment in peace-keeping operations. DPKO, the Turin Centre and the United Nations Institute for Training and Research (UNITAR), have collaborated in peace-keeping training.

80. As the preceding paragraphs indicate, various entities of the United Nations are involved in technical assistance and training in the fields of peace-keeping and related functions. There should be a clearing house for these activities so that interested Member States and regional organizations could obtain information from one source on the assistance provided by the United Nations. The DPKO Training Unit could assume the clearing house function since its training programme covers a wide area of activities. It is also necessary to establish a task force on United Nations technical assistance in peace-keeping and related functions, with the participation of all entities concerned. The task force could be responsible for developing a comprehensive approach to technical assistance including practical steps of implementation. It could also undertake periodic assessment of the implementation, with a view to improving further the way such United Nations technical assistance is provided.

81. In order to include regional organizations in United Nations training programmes on peace-keeping and other peace-related activities, a trust fund could be established. Alternatively, other organizations could be solicited to provide funds for these training programmes. Such funds could be used to sponsor trainees or fellows participating in United

Nations training for peace-keeping and related functions, including those from regional organizations. Until the end of 1994, it was difficult for the United Nations to receive funds from the European Union owing to the need to observe their respective financial rules and regulations, some of which were not compatible. However, the agreement between the United Nations and the Commission of the European Union, which became effective on 1 January 1995, will make it possible for the United Nations to accept contributions from the European Union.

82. Dissemination of information is an area in which the United Nations has long experience. Therefore, it can assist regional organizations to access information on current activities being undertaken by others. The Electoral Assistance Information Network was established in 1992. The Network is managed by the United Nations Electoral Assistance Division in DPKO. The Division produces an annual report on electoral assistance activities undertaken by the Network members. The report should be issued more frequently, not just on an annual basis. A periodic report on the activities undertaken by regional organizations in the fields of peace-keeping and related functions can also be useful as a tool for cross-fertilization. At present, only four intergovernmental regional organizations (the Commonwealth Secretariat, OSCE, OAS and OAU) belong to the Network. The Division should make efforts to reach out to other regional organizations.

83. In the JIU report entitled "Staffing of the United Nations peace-keeping and related missions (civilian component)", it was recommended that regional organizations should be encouraged to second personnel to United Nations missions (JIU/REP/93/6, Recommendation IV (d)). Following the JIU recommendation, it has been reported that regional organizations had been encouraged to second personnel to United Nations field operations (A/48/945, para. 52). However, there is no evidence that such encouragement was made on a systematic basis. Participation in United Nations field operations by personnel of regional organizations in United Nations field operations can be not only beneficial to the United Nations but also to those organizations in gaining practical experience. Conversely, United Nations personnel can also be seconded to field operations of regional organizations. United Nations retirees with field experience could be sponsored by the United Nations or donors to participate in peace missions of regional organizations.

Notes

1. Official Records of the General Assembly, Forty-ninth session, Supplement No. 33 (A/49/33), para. 89.

2. See for example, Reports of the Special Committee on Peace-keeping Operations (A/47/253), paras. 13-14; (A/48/173), paras. 111-112; and (A/49/136), para. 90.

3. For example, in 1994 the soldiers of the ECOWAS Military Observer Group (ECOMOG) in Liberia were paid about one sixth of the soldiers of the United Nations Observer Mission in Liberia (UNAMIL).

4. For example, the OSCE High Commissioner on National Minorities.

5. To date, the Government of South Africa has contributed US$ 377,840 to the OAU Peace Fund.

6. Europa World Year Book 1994, Vol. I (Europa Publications, 1994), p. 192.

7. Wilhelm Hoynck (Secretary-General of OSCE), "CSCE works to develop its conflict prevention potential", NATO review, April 1994, p. 16.

8. Ibid., p. 17.

9. The CSCE Secretariat, "CSCE Facts" (mimeograph), June 1994, p. 3.

10. Ibid., p. 2.

11. "Declaration of the Heads of State and Government Participating in the Meeting of the North Atlantic Council held at NATO Headquarters, Brussels, on 10-11 January 1991", (Press Communiqué M-1 (94)3), 11 January 1994, p. 5.

12. Hoynck, loc. cit., p. 19.

13. JIU interviews with the Secretariat staff.

14. "Africa: Conflict Prevention and New Development Initiatives", (Speech by the UNDP Administrator, James Gustave Speth, at the African-American Institute, New York on 24 May 1994), page 7.

15. Ibid.

Annex I./1 Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities, actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Organization of African Unity (OAU)	Africa (53 Member States of the United Nations)	53 (52 Member States and 1 non Member State of the United Nations)	General: to promote unity and solidarity; to improve living standards; to defend sovereignty, territorial integrity and independence; to eradicate all forms of colonialism; to promote international cooperation ...	Mechanism on Conflict Prevention, Management and Resolution, established in 1993 Central Organ of the Mechanism (See section III B 1 of the present report)	Preventive diplomacy; peacemaking; peace-keeping (humanitarian assistance)	Diplomatic initiatives for the political settlement of conflicts in Angola, Burundi, Liberia, Rwanda, Somalia and the Western Sahara Deployment of NMOG in Rwanda and a military observer group in Burundi OAU Observer Mission in South Africa in response to Security Council resolution 772 (1992) (OAU will participate in the election monitoring in Western Sahara) OAU convened with UNHCR a regional conference on assistance to refugees, returnees and displaced persons in the Great Lakes region in February 1995	Yes	" ... the coordination of the efforts of regional organizations with those of the United Nations ... implies that relationship must be conducted in such a way that the comparative advantage of the regional organization, on the one hand, and that of the United Nations on the other hand, optimally come into play ..." (S/25996/Add.3, para. 11) " ... attention should be drawn to the need to strengthen OAU's capacity to deal with conflict situation in Africa. Clearly, this is an area where the United Nations could, as a matter of priority, consider offering the necessary assistance and support." (Ibid., para. 16.)
Central African Customs and Economic Union (CACEU)	Africa (53 Member States of the United Nations)	6 Member States of the United Nations	Economic: to develop economic integration through customs union; to harmonize fiscal policies and development planning		(Peace-building)		No	" ... conscious that the question of development is closely linked to that of peace and security, the CACEU General Secretariat has a duty to take an interest in the proposals which the Security Council has made aimed at strengthening the functions relating to the maintenance of peace and security of organizations like CACEU ..." (S/25996/Add. 1, page 2, para 2)

Annex I./2 Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities, actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Economic Community of West African States (ECOWAS)	Africa (53 Member States of the United Nations)	16 Member States of the United Nations	Economic and social: to promote cooperation and development in economic, social and cultural activity; to raise the standard of living of the people of the member countries; to increase and maintain economic stability		Peace keeping	Contribution to the adoption of the Cotonou Agreement in Liberia ECOWAS has been playing a central role in the implementation of the Cotonou Agreement, including the deployment of peace keeping forces (ECOMOG) in Liberia	No	
Association of South East Asian Nations (ASEAN)	Asia and the Pacific (31 Member States of the United Nations)	6 Member States of the United Nations	General: to accelerate economic growth, social progress and cultural development; to promote regional peace and stability; to promote active collaboration and mutual assistance	ASEAN has no permanent mechanism for peace and security, but has endeavoured to establish with the major Asia-Pacific countries mechanisms for continuous regional security dialogues and consultations. (In addition to the ASEAN member countries, 11 countries in the Asia Pacific region and the European Union attended the ASEAN Regional Forum held in July 1994. It will be held again in 1995)	Preventive diplomacy, confidence-building (the Zone of Peace, Freedom and Neutrality; the South-East Asia Nuclear Weapon-Free zone)	Diplomatic initiative for the political settlement of the Cambodian conflict	No	" In enhancing the effectiveness of the United Nations in the maintenance of international peace and security, one cannot ignore the urgent need for a comprehensive and integrated approach towards peace, development and democracy. " (A/403/Add.1, S/26450/Add.1, page 38, para. 13)

Annex I./3 Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities; actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Organization for Security and Cooperation in Europe (OSCE)	Europe (and North America) (60 Member States of the United Nations)	53 (49 Member States and 2 non-Member States of the United Nations in Europe and 2 UN Member States in North America)	General: to consolidate respect for human rights, democracy and the rule of law; to strengthen peace; and to promote unity in Europe	Mechanism on serious emergency situations (The Berlin Mechanism established in 1991; mechanism on the peaceful settlement of disputes (The Valletta Mechanism) established in 1991; mechanism on unusual military activities (The Vienna Mechanism) established in 1990 Warsaw Office for Democratic Institutions and Human Rights Conflict Prevention Centre, established in Vienna 1990 Forum for Security Cooperation, established in 1992 (See section III.B.3 of the present report)	Preventive diplomacy; peacemaking, humanitarian assistance (peace keeping)	Peacemaking in South Ossetia (Republic of Georgia), Nagorny Karabakh and Moldova Cooperation with the UN in the political settlement of conflicts in Abkhazia (Republic of Georgia) and Tajikistan Observer missions in Skopje (the Former Yugoslav Republic of Macedonia), Estonia, Latvia and Sarajevo (Bosnia and Herzegovina) In cooperation with EU, sanctions assistance missions in Albania, Bulgaria, Croatia, Hungary, the Former Yugoslav Republic of Macedonia, Romania and Ukraine	Yes	"At the Stockholm Council meeting (Dec 1992) it was decided that the relationship between the United Nations and CSCE should be developed further. It was requested, within the framework of CSCE, that the practical implications of the understanding expressed in the Helsinki Summit document, that CSCE as a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations should be examined" (S/25966 page 17, para. 8) "The spirit of these decisions (i.e. those on forms of cooperation) has been reflected in an exchange of letters ... on an agreement on a framework for cooperation and coordination between the United Nations and CSCE" (Ibid, page 18, para. 10)

Annex I/4 Regional, subregional and interregional organizations cooperating with the United Nations in peace keeping and other peace related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Europe Union (EU)	Europe (50 Member States of the United Nations)	15 Member States of the United Nations	General: to promote throughout the Union a harmonious and balanced development of economic activities, sustainable and non inflationary growth respecting environment, and solidarity among Member States	The European Union does not have a permanent mechanism for peace and security. However, at Maastricht on 7 February 1992, it was agreed to develop WEU as the defence component of the European Union and as the means to strengthen the European pillar of the Atlantic Alliance. ECHO (European Community Humanitarian Office)	Peacemaking, peace building, humanitarian assistance	EU Observer Mission in South Africa in response to Security Council resolution 772(1992). Peacemaking in former Yugoslavia, co-sponsors, with the United Nations, the International Conference on the Former Yugoslavia. Sanctions assistance to Albania, Bulgaria, Croatia, Hungary, the Former Yugoslav Republic of Macedonia, Romania and Ukraine. Humanitarian assistance through ECHO.	Yes	" ... recognize the need to coordinate the efforts of regional arrangements and organizations with those of the United Nations ... coordination is not a goal in itself, but only through coordination can the optimum use be made of the respective comparative advantages of the regional arrangements and organizations and of the United Nations, respectively. As pointed out ... in "An Agenda for Peace" no two regions or situations are the same, therefore a rigid formula for cooperation ... seems to be neither necessary nor desirable ... an appropriate amount of flexibility is called for to allow for adapting to the particular needs of each specific situation" (Ibid., pages 7-8, paras. 5-6).

Annex I./5 Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities, actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Western European Union (WEU)	Europe (50 Member States of the United Nations)	10 Member States of the United Nations	Peace and security To strengthen peace and security among Member States, to promote unity and encourage progressive integration of Europe, to promote collaboration in social and cultural matters and in collective self defence	WEU Planning Cell, established in 1992; Eurocorps to be operational by 1995	Peace keeping, peace enforcement (humanitarian relief operations)	Mine clearing operations in the Gulf during the conflict between Iran and Iraq in 1987-1988; mine clearing and embargo enforcement operations in the Gulf Monitoring and enforcement of the arms embargo in the Adriatic, monitoring and enforcement of the sanctions against the former Yugoslavia in the Danube operation	No	"In their Petersburg Declaration of 19 June 1992, Foreign and Defence Ministers of WEU defined the three types of missions for which military units acting under WEU authority could be employed, namely humanitarian and rescue tasks, peace keeping and tasks of combat forces in crisis management, including peacemaking. It is in the context of WEU's operational role that WEU Member States at the Petersburg meeting declared their readiness to support on a case by case basis and in accordance with WEU procedures, the effective implementation of conflict prevention and crisis management measures including peace-keeping activities of the CSCE and the United Nations Security Council." (S/25996/Add.1, page 3, para. 2)
Commonwealth of Independent States (CIS)	Europe (50 Member States of the United Nations)	12 Member States of the United Nations	General cooperation in the sphere of foreign policy, in forming and developing the united economic area, in establishing customs policy, in the preservation of environment	Council of Defence Ministers Provisional joint staff for coordinating military cooperation between the members of the Commonwealth	Peace keeping	Deployment of the CIS Peace keeping Force in Abkha-ia (Republic of Georgia) and CIS Collective Peace keeping Forces in Tajikistan	Yes	

Annex I./6 Regional, subregional and interregional organizations cooperating with the United Nations in peace keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities, actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Black Sea Economic Cooperation	Europe (60 Member States of the United Nations)	11 Member States of the United Nations	Economic: to encourage regional trade and cooperation in developing transport and infrastructure		(Peace building)		No	" the Black Sea Economic Cooperation is based on the principles laid down in the Helsinki Final Act. Construed as a model based on economic cooperation, the Black Sea Economic Cooperation is envisaged to contribute to regional and consequently global peace through economic cooperation and prosperity" (S/25936/Add.4, paras. 1-2) " Economic and social development of the countries of the region and the level of their interaction and collaboration in solving economic, environmental, scientific and technological, social and other problems are genuine preconditions for regional security. "(Ibid., para. 4)

Annex I /? Regional, subregional and interregional organizations cooperating with the United Nations in peace keeping and other peace related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Organization of American States (OAS)	Americas (35 Member States of the United Nations)	35 Member States of the United Nations	General: to strengthen peace and security, to promote and consolidate representative democracy, to ensure the pacific settlement of disputes, to provide common action in the event of aggression, to promote economic, social and cultural development, to eradicate extreme poverty	By a series of amendments to its Charter, OAS has established procedures thereby increasing the effectiveness of its Secretary General and Permanent Council in the management of crises Special Committee on Hemispheric Security Inter American Defence Board is a legal organ of OAS	Preventive diplomacy, peacemaking, human rights monitoring, peace building	Electoral assistance to a large number of countries Human rights monitoring through the International Civilian Mission in Haiti (MICIVIH) Mine clearing assistance to Nicaragua	Yes	"Cooperation implies by definition working with others for a common purpose. Any attempt to establish collaboration on the basis of prescriptions by one organization to the other would vitiate the concept of cooperation" (S/26998, page 13, para. 20) "Collaboration implies agreement on aims pursued and the means for attaining them. These goals and instruments of cooperation between regional organizations and the United Nations must be identified in conformity with the provisions of their respective charters. The reason for cooperation, within the sphere of competence of each organization, must be that the particular capabilities of each cooperating organization shall complement those of the others and the resulting joint or coordinated action shall bring greater benefits to the Member States than could have been obtained from each of the organizations acting alone" (Ibid., paras. 31-32)
Caribbean Community	Americas (35 Member States of the United Nations)	15 (12 Member States of the United Nations and 4 territories)	Economic: to provide for the establishment of a common external tariff and a common policy for trade, to coordinate economic policies and development planning		(Preventive diplomacy, fact finding, confidence building, good offices)		No	"... CARICOM stands ready to engage in a system of exchange of information with the United Nations in the context of An Agenda for Peace." (S/25998/Add.6)

Annex I.e Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities, actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Asian African Legal Consultative Committee (AALCC)	Africa, Asia, Middle East	43 Member States of the United Nations	Legal: to consider legal problems referred to AALCC by member countries, and to be a forum for Afro Asian cooperation, international law and economic relations		(Preventive diplomacy; peacemaking; peace building)	AALCC has taken the initiative to promote a wider role for the International Court of Justice in the context of the peaceful settlement of disputes. It is also engaged in promoting the concept of "safety zones" in the context of refugee problems	Yes	AALCC "can identify and arrange the services of legal experts from the Asian African regions to undertake fact finding missions and other functions related to the peaceful settlement of disputes. It can also provide services and expertise in the field of peace building such as holding of elections, drafting of national legislation and international agreements and assisting in the administration of justice and human rights measures" (S/25996, page 6, para. 9)
Commonwealth Secretariat	Worldwide	50 (46 Member States and 4 non-Member States of the United Nations. In addition there are 27 dependencies and associated states)	General: to promote international peace and order, equal rights for all citizens and the liberty of the individual; to oppose colonial domination and racial oppression; to help to achieve a fairer global society...	The Commonwealth does not have a permanent mechanism for peace and security. It establishes, whenever necessary, mechanisms aimed at assisting in the maintenance of peace and the resolution of disputes (e.g. the Commonwealth Action Group on Cyprus, the Ministerial Group on Belize and the Committee of Foreign Ministers on Southern Africa)	(Preventive diplomacy; peacemaking; peace building)	The Commonwealth Observer Mission in South Africa in response to Security Council resolution 772 (1992)	Yes	"...Cooperation with the United Nations is pursued through the Secretariat's observer status in the General Assembly. There is constant and close interaction between officials of both organizations. At Harare, Commonwealth leaders once again underscored the need for continuing Commonwealth support to the United Nations" (S/25996/Add.2, para. 5)

Annex I./e Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities; actual [potential]	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
League of Arab States (LAS)	Africa, Middle East	22 (21 Member States and 1 Observer of the United Nations)	General: to strengthen links between Member States; to coordinate their political plans in such a way as to permit cooperation between States, safeguard their independence and their sovereignty; to consider all matters affecting Arab countries and their interests ..	Arab Unified Military Command; Joint Defence Council; Permanent Military Commission; Arab Deterrent Force	Preventive diplomacy; peacemaking [peace-keeping; peace-building]	Mediation efforts between the warring factions in the Somali capital, Mogadishu, 1992; participation in the National Reconciliation Conference Diplomatic initiatives for the peaceful settlement of the conflict in Bosnia and Herzegovina	Yes	The position of LAS on "An Agenda for Peace" must be "based on the principles contained in the charter of LAS, which are complementary to those of the United Nations, in particular those which affirm the right of every State to sovereignty and freedom, as well as their right to growth and development and the need to observe United Nations resolutions ..." (S/25996, page 10, para. 1) "The General Secretariat also proposes the holding of a meeting between the Secretary-General of the United Nations and all the heads of regional organizations which [...] participate in the sessions and the work of the General Assembly as observers with the aim of achieving greater cooperation and integration ..." (Ibid., para 4)

Annex I./10 **Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities**

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities: actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
North Atlantic Treaty Organization (NATO)	Europe, North America	16 Member States of the United Nations	Peace and security: to maintain peace and defend member countries' freedom through political solidarity and adequate military defence to deter or repel all possible forms of aggression against them	North Atlantic Council Defence Planning Committee Military Committee Commands (European, Atlantic Ocean, and Channel) Allied Command Europe Rapid Reaction Force	Peace enforcement (Humanitarian relief operation)	Monitoring and enforcement of the maritime embargoes on former Yugoslavia Enforcement of a no-fly zone over Bosnia and Herzegovina Air protection for UNPROFOR	No	In December 1992, "Allied Ministers stated their readiness to respond positively to initiatives that the United Nations Secretary-General might take to seek Alliance assistance in the implementation of the United Nations Security Council resolutions." (S/25996, page 19, para 3) "... [NATO is] undertaking contingency planning for the implementation of the United Nations peace plan [for former Yugoslavia], including the proposed establishment, at an appropriate time, of an Ad Hoc Planning Coordination Group, comprised of representatives of force-contributing countries and relevant international organizations." (Ibid., page 19, para. 8)

Annex I./11 Regional, subregional and interregional organizations cooperating with the United Nations in peace-keeping and other peace-related activities

Name	Region	Members	Primary purposes	Major mechanisms, specialized legislative bodies and institutions for peace and security	Areas of activities; actual (potential)	Recent activities	Observer status with the UN General Assembly	Comments on cooperation and coordination
Organization of the Islamic Conference (OIC)	Africa, Asia, Europe, Middle East	51 (50 Member States and 1 Observer of the United Nations	General: to promote Islamic solidarity among Member States, consolidating cooperation among them in economic, social, cultural, scientific and other vital fields of activity, to endeavour to eliminate racial segregation and discrimination and eradicate colonialism, to take measures necessary to support international peace and security	Relevant policies are made at the Summit and Ministerial Conferences	Preventive diplomacy, peacemaking (peace building, peace-keeping)	Diplomatic initiatives for the political settlement of the conflict in Somalia, participation in the National Reconciliation Conference Diplomatic initiatives for the peaceful settlement of the conflict in Bosnia and Herzegovina	Yes	OIC shares "the view that regional arrangements and organizations should, wherever appropriate, be enabled to contribute effectively to the [illegible] maintenance of international peace and security. Evolving coherent regional and subregional approaches to issues of security, peace and disarmament could indeed be more realistic and productive" (S/25996/Add.5, para. 1) "...the Dakar Declaration [of 1991] encourages, wherever appropriate, the initiation of confidence- and security-building measures among Member States, bilaterally or at the subregional or regional levels." (Ibid., para. 6)

Note: Item "Region" is based on the geographical regions used for grouping Member States in annex II of the United Nations document on the composition of the Secretariat (A/48/559), with some modifications.

Source: The Europa World Year Book, 1994; Africa: South of the Sahara, 1994; Yearbook of International Organizations, 1993/1994; S/25996 and Adds. 1-6; A/48/403/Add. 1.

/...

Annex II./1 Cooperation of regional organizations in current United Nations peace-keeping operations (December 1994)

Name of operation	Starting date	Region	Mandates	Mission components [1]	Cooperating regional organizations
UNTSO (United Nations Truce Supervision Organization)	June 1948	Middle East	Supervise the truce in Palestine; supervise the observance of armistice agreements between Israel and Egypt, Jordan, Lebanon and Syria; observe cease-fires in the Golan Heights and the Suez Canal; assist and cooperate with UNIFIL and UNDOF	Military	
UNMOGIP (United Nations Military Observer Group in India and Pakistan)	January 1949	Asia	Monitor cease-fire line between India and Pakistan in the State of Jammu and Kashmir	Military	
UNFICYP (United Nations Peace-Keeping Force in Cyprus)	March 1964	Europe	Maintain law and order; from 1974, secure a buffer zone, monitor the de facto cease fire and provide humanitarian assistance	Military	
UNDOF (United Nations Disengagement Observer Force)	June 1974	Middle East	Supervise the cease fire between Israel and Syria in the Golan Heights; supervise disengagement and separation of forces	Military	
UNIFIL (United Nations Interim Force in Lebanon)	March 1978	Middle East	Monitor withdrawal of Israeli troops from southern Lebanon; assist in the restoration of Government authority	Military	
UNIKOM (United Nations Iraq-Kuwait Observation Mission)	April 1991	Middle East	Monitor buffer zone along the Iraq-Kuwait border	Military	WEU (mine-clearance)
UNAVEM II (United Nations Angola Verification Mission II)	June 1991	Africa	Monitor cease-fire and creation of new joint armed forces; observe and monitor elections	Military police, civilian (electoral)	OAU (diplomatic initiatives)
ONUSAL (United Nations Observer Mission in El Salvador)	July 1991	Americas	Monitor human rights and verify implementation of the peace accords Mandate was enlarged in January 1993: to observe the electoral process	Military; civilian police, civilian (human rights, electoral)	OAS (election monitoring)
MINURSO (United Nations Mission for the Referendum in Western Sahara)	September 1991	Africa	Conduct referendum on independence or integration with Morocco	Military; security/police; civilian (electoral, repatriation)	OAU (joint mission of good offices with UN in 1985; [OAU observers will participate in the monitoring and verification of the referendum]

.../

Annex II./2 Cooperation of regional organizations in current United Nations peace-keeping operations (December 1994)

Name of operation	Starting date	Region	Mandates	Mission components [1]	Cooperating regional organizations
UNPROFOR (United Nations Protection Force)	March 1992	Europe	Monitor cease-fire in Croatia; supervise withdrawal of Yugoslav forces; ensure UN Protected Areas are demilitarized and inhabitants protected. Support UNHCR delivery of humanitarian relief in Bosnia and Herzegovina; ensure security and functioning of Sarajevo airport; protect UN personnel including the six safe areas in Bosnia and Herzegovina. Preventive deployment in the Former Yugoslav Republic of Macedonia	Military; civilian police; civilian (humanitarian relief)	EU/OSCE (diplomatic initiatives, sanctions assistance) EU (cosponsors with UN, the International Conference on the former Yugoslavia) NATO (sanctions monitoring and enforcement; enforcement of the "no fly zone; air strikes in support of UNPROFOR) WEU (sanctions monitoring and enforcement) (LAS/OIC (diplomatic initiatives at UN))
ONUMOZ (United Nations Operation in Mozambique)	December 1992	Africa	Verify demobilization and disarmament of forces, and withdrawal of foreign troops; assist and monitor organization of elections; coordinate humanitarian assistance	Military police, civilian (human rights, humanitarian relief)	
UNOSOM II (United Nations Operation in Somalia II)	May 1993	Africa	Ensure maintenance of secure environment for humanitarian relief operations, including by disarmament; foster national reconciliation and restoration of national institutions	Military (enforcement, assistance to humanitarian relief); civilian (humanitarian relief, political)	LAS/OAU/OIC (diplomatic initiatives, visit to Mogadishu by the joint high-level delegations, participation in the National Reconciliation Conference)
UNOMIG (United Nations Observer Mission in Georgia)	August 1993	Europe	Monitor and verify compliance with the cease-fire agreement; to investigate reports of cease-fire violations and to attempt to resolve such incidents with the parties involved Mandate was enlarged in July 1994; observe the operation of the CIS forces	Military observers	CIS (diplomatic initiatives; deployment of peace-keeping forces) OSCE (diplomatic initiatives)
UNOMIL (United Nations Observer Mission in Liberia)	September 1993	Africa	Work with ECOMOG in the implementation of the Cotonou Peace Agreement	Military observers; civilian (electoral, humanitarian relief, political)	ECOWAS (diplomatic initiatives, deployment of the military observer group - ECOMOG) OAU (diplomatic initiatives)
UNMIH (United Nations Mission in Haiti)	September 1993	Americas	Help the Government in monitoring the activities of those members of the armed forces involved in carrying out police functions, provide guidance and advice, monitor the conduct of police operations Help the Government to modernize the armed forces (Monitor human rights violations)	Military; police monitors	OAS (diplomatic initiatives, human rights monitoring through MICIVIH)

Annex II./3 Cooperation of regional organizations in current United Nations peace-keeping operations (December 1994)

Name of operation	Starting date	Region	Mandates	Mission components [1]	Cooperating regional organizations
UNAMIR (United Nations Assistance Mission for Rwanda)	October 1993	Africa	Mandate was enlarged in May 1994; contribute to the security and protection of refugees and civilians at risk; provide security for relief operations to the degree possible	Military (assistance to humanitarian relief); military police; civilian police; civilian (humanitarian relief)	OAU (diplomatic initiatives - Support to the Arusha Talks; deployment of NMOG II until it was integrated into UNAMIR)
UNMOT (United Nations Mission of Observers in Tajikistan)	December 1994	Europe	Assist the Joint Commission to monitor the implementation of a temporary cease fire agreement of 17 September 1994; investigate and report on cease fire violations; provide good offices Provide political liaison and coordination services to facilitate humanitarian assistance by the international community	Military observers	CIS (deployment of the Collective Peace-keeping Forces) OSCE (OSCE Mission in Tajikistan to facilitate dialogue and confidence-building among conflicting parties; promotion and monitoring of human rights ...)

Source: "United Nations Peace-keeping Information Notes, Update May 1994", S/RES/968 (1994).

1 Excludes civilians engaged in administrative support activities.